Chapter 3

# GROWTH MANAGEMENT

- **Introduction**
- **Overview of Growth**
- **Growth-Related Issues**
- **Growth Management Policies**
- **The Regional Outlook beyond 2015**

## A. INTRODUCTION

The purpose of the Growth Management chapter is to present forecasts which establish the socio-economic parameters for the development of the Regional Mobility and Air Quality chapters, and the various functional chapters of the Regional Comprehensive Plan and Guide (RCPG). California Health and Safety Code section 40460 (b) stipulates that SCAG, with the assistance of counties and cities, is responsible for preparing and approving the portions of the Air Quality Plan related to regional demographic projections on which emissions of pollutants are based.

Another purpose of this chapter is to addresses the complex issues related to growth and land consumption, and to suggest guiding principles for development that are supportive of the strategic goals of the RCPG. These overall goals are to re-invigorate the region's economy, avoid social and economic inequities and the geographical dislocation of communities, and to maintain the region's quality of life. The Growth Management goals are presented in Table 3-1.

Growth Management in the context of the RCPG, does not mean curtailing growth through population, economic,

or land use policies. Instead, Growth Management means encouraging local land use actions which could ultimately lead to the development of an urban form that will help minimize development costs, save natural resources, and enhance quality of life in the region.

The region is faced with the monumental task of dealing with the consequences of rapid growth in an era of dwindling physical, natural, and economic resources. Change and evolution will come at a price, and unless their consequences are foreseen and dealt with, the cost of growth could be too high for this region to absorb. Growth at any cost can result in a lower quality of life for all. Managed growth, on the other hand, could be an energizing force by providing an environment that attracts business and capital investments to the region, opens opportunities for jobs, housing and education, helps attain mobility and air quality goals, and maintain quality of life.

**Table 3-1. Growth Management Goals**

| RCPG Goals | Standard of Living | Quality of Life | Equity |
|---|---|---|---|
| GME Goals | • Support local land use actions that:<br>❍ Minimize public and private osts<br>❍ Enable individuals to spend less ing costs<br>❍ Enable firms to be more | • Support local land use actions and<br>❍ Preserve open space and natural<br>❍ Are aesthetically pleasing and<br>• Attain mobility and clean air goals | • Support development of<br>❍ Avoid economic and social<br>• Accommodate a diversity of |

# B. OVERVIEW OF GROWTH

## 1. REGIONAL TRENDS

In 1990 there were 14.6 million inhabitants in the six county region, 3 million more that in 1980. During the decade of the 80's the region grew two and one half times faster than the rest of the nation. Around 300,000 persons a year were added, much more than the annual growth experienced during the boom years of the fifties and sixties.

The economic boom experienced during the latter part of the 1980's has come to a stand still and reversed itself since 1990. Much of the increase in unemployment experienced since the recession began is due to permanent job loses in companies that have moved out of the area, or severely downsized their operations for structural reasons. The economic recession seems to have had an impact on migration to the region. Net migration, which is sensitive to economic cycles, slowed down tremendously, and for the last fiscal year has been negative.

The regional forecast of population and jobs presented in this chapter takes into account effects of the recession on job growth and migration trends. They are based on the premise that, by 1995, the regional economy will

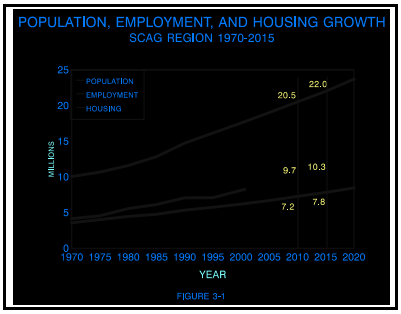
recover, leading to resumed employment growth. The availability of jobs will renew the attraction of this region to migrants. In 2015 it is expected that there will be 22 million people living in Southern California and 10.3 million jobs available for workers.

The ethnic makeup of this population will continue to evolve toward higher proportions of people of Hispanic and Asian descent. Whereas, in the past, migration played a dominant role in population increase, births will constitute the major portion of future growth. The younger and older segments of the population will grow rapidly, and workers will have to support a larger share of the total population.

Although the number of people per household will probably remain high, the same amount of dwelling units will have to be constructed as in the past decade, on the average, every year to adequately house the growing population. The ethnic and racial mix of households will reflect the population diversity and underlie shifting demands for housing. The Housing chapter attempts to provide answers to the fundamental question: How to bring housing costs and decent shelter within the reach of more households as the region develops into the next century?

The sweeping demographic changes that are already underway will also affect the region's labor force. A large proportion of the new residents and workers will be recent immigrants or children of recent immigrants. The rising skills requirements of new jobs will probably not match the capacities of workers across all ethnic groups. This could depress the average income and the wealth generated, thus lowering the quality of life in the region.[1] Long-term economic forecasts for the region, and strategies to attain real income growth and ensure that economic gains are broadly shared, are fully analyzed in the Economy chapter. Strategies for improving the quality of the region's work force are detailed in the Human Resources chapter.

Population growth and diversity are a source of economic and cultural vitality, as well as social challenges. Inter-group tensions, unequal access to services, unequal access to employment and educational opportunities, social and geographical segregation can also accompany rapid growth and diversity. The Human Resources chapter identifies desirable solutions to existing and potential social problems which come as a consequence of growth dynamics.




[1]Several years ago SCAG undertook an analysis of social disparities (with a Ford Foundation grant distributed by the National Association of Regional Councils). The study revealed that polarization of jobs by skill and wage is intensifying, and that traditional blue collar jobs are being replaced by mid-level jobs requiring different verbal, computational and communication skills.

## 2. SUBREGIONAL DISTRIBUTIONS OF GROWTH

The regional forecasts were disaggregated to counties, subregions, cities, and smaller geographies through a bottom-up, inter-active process in which subregional organizations played a crucial role by providing information and technical input.

The DRAM/EMPAL model, was initially used to produce a small-area forecast that allocates growth to different areas based on their relative attractiveness. This version of the forecast distributions contained no adjustments for local zoning or growth constraints. Additionally, staff met with the Planning Director or their representative for each of the cities to discuss the forecasts for their jurisdiction. A modified forecast at the city-level was derived from this process. The resulting forecast represents not only the best estimate of future growth, but also one which reflects local conditions, anticipated zoning practices and local growth constraints.

The distributions of population, housing, and employment to subregions and cities constitute a forecast that public entities are currently anticipating, and do not imply a regional growth distribution policy intervention. The forecasts are a trend base case forecast used for analytical and modeling purposes, and form the basis for the development of SCAG's functional plans.

Figures 3-4 and 3-5 show the rate of growth in population, housing and employment for each subregion. They indicate that the fastest growth rates will take place in the outlying areas of the region, namely North Los Angeles County and the Inland Empire. Future development is expected to occur at fairly low-densities as depicted in Figures 3-6 and 3-7.

## Table 3-2. Subregional Forecast of Population, Housing, and Employment

| SUBREGION | 1990 | | | 2000 | | | 2010 | | | 2015 | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Population | Housing | Employment | Population | Housing | Employment | Population | Housing | Employment | Population | Housing | Employment |
| NORTH LA COUNTY | 236,000 | 84,000 | 77,000 | 420,000 | 139,000 | 141,000 | 629,000 | 211,000 | 199,000 | 743,000 | 250,000 | 224,000 |
| LA CITY | 3,618,000 | 1,345,000 | 1,965,000 | 4,118,000 | 1,484,000 | 2,072,000 | 4,766,000 | 1,676,000 | 2,213,000 | 5,079,000 | 1,783,000 | 2,276,000 |
| ARROYO VERDUGO | 516,000 | 209,000 | 320,000 | 565,000 | 225,000 | 356,000 | 629,000 | 247,000 | 411,000 | 658,000 | 259,000 | 432,000 |
| SAN GABRIEL VALLEY | 1,425,000 | 448,000 | 583,000 | 1,536,000 | 475,000 | 674,000 | 1,706,000 | 520,000 | 781,000 | 1,781,000 | 543,000 | 825,000 |
| WEST SIDE CITIES | 221,000 | 117,000 | 231,000 | 240,000 | 124,000 | 247,000 | 261,000 | 131,000 | 261,000 | 271,000 | 136,000 | 268,000 |
| SOUTH BAY CITIES | 792,000 | 302,000 | 443,000 | 850,000 | 319,000 | 509,000 | 910,000 | 336,000 | 596,000 | 940,000 | 347,000 | 629,000 |
| SELAC:S.E. LA | 1,913,000 | 604,000 | 923,000 | 2,037,000 | 639,000 | 1,004,000 | 2,160,000 | 670,000 | 1,116,000 | 2,223,000 | 691,000 | 1,159,000 |
| ORANGE COUNTY | 2,411,000 | 875,000 | 1,301,000 | 2,868,000 | 1,005,000 | 1,558,000 | 3,108,000 | 1,092,000 | 1,886,000 | 3,182,000 | 1,130,000 | 2,006,000 |
| WRCOG:W. RIV. | 912,000 | 337,000 | 261,000 | 1,469,000 | 506,000 | 394,000 | 1,991,000 | 705,000 | 587,000 | 2,278,000 | 819,000 | 650,000 |
| COACHELLA VALLEY | 215,000 | 126,000 | 87,000 | 330,000 | 168,000 | 122,000 | 497,000 | 249,000 | 163,000 | 588,000 | 293,000 | 177,000 |
| RIV. REMAINDER | 44,000 | 21,000 | 9,000 | 52,000 | 25,000 | 10,000 | 68,000 | 32,000 | 12,000 | 73,000 | 34,000 | 13,000 |
| VCOG: VENTURA CO. | 669,000 | 228,000 | 275,000 | 774,000 | 272,000 | 337,000 | 872,000 | 314,000 | 410,000 | 930,000 | 337,000 | 444,000 |
| VCOG: LA CO. CITIES | 138,000 | 52,000 | 68,000 | 183,000 | 66,000 | 82,000 | 225,000 | 80,000 | 93,000 | 250,000 | 89,000 | 98,000 |
| SAN BERNARDINO | 1,418,000 | 542,000 | 488,000 | 1,904,000 | 690,000 | 639,000 | 2,469,000 | 916,000 | 888,000 | 2,758,000 | 1,032,000 | 978,000 |
| IMPERIAL | 109,000 | 37,000 | 46,000 | 167,000 | 52,000 | 60,000 | 226,000 | 69,000 | 74,000 | 247,000 | 77,000 | 77,000 |
| SCAG TOTAL | 14,637,000 | 5,328,000 | 7,076,000 | 17,515,000 | 6,189,000 | 8,205,000 | 20,516,000 | 7,249,000 | 9,691,000 | 22,000,000 | 7,820,000 | 10,257,000 |

Source: SCAG Forecast, 1994

**Table 3-3. County Forecast of Population, Housing, and Employment**

| COUNTY | 1990 | | | 2000 | | | 2010 | | | 2015 | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Population | Housing | Employment | Population | Housing | Employment | Population | Housing | Employment | Population | Housing | Employment |
| LOS ANGELES | 8,860,000 | 3,161,000 | 4,610,000 | 9,950,000 | 3,472,000 | 5,084,000 | 11,286,000 | 3,872,000 | 5,670,000 | 11,943,000 | 4,098,000 | 5,912,000 |
| ORANGE | 2,411,000 | 875,000 | 1,301,000 | 2,868,000 | 1,005,000 | 1,558,000 | 3,108,000 | 1,092,000 | 1,886,000 | 3,182,000 | 1,130,000 | 2,006,000 |
| RIVERSIDE | 1,170,000 | 484,000 | 356,000 | 1,851,000 | 699,000 | 527,000 | 2,556,000 | 986,000 | 762,000 | 2,939,000 | 1,146,000 | 840,000 |
| SAN BERNARDINO | 1,418,000 | 542,000 | 488,000 | 1,904,000 | 690,000 | 639,000 | 2,469,000 | 916,000 | 888,000 | 2,758,000 | 1,032,000 | 978,000 |
| VENTURA | 669,000 | 228,000 | 275,000 | 774,000 | 272,000 | 337,000 | 872,000 | 314,000 | 410,000 | 930,000 | 337,000 | 444,000 |
| IMPERIAL | 109,000 | 37,000 | 46,000 | 167,000 | 52,000 | 60,000 | 226,000 | 69,000 | 74,000 | 247,000 | 77,000 | 77,000 |
| SCAG TOTAL | 14,637,000 | 5,328,000 | 7,076,000 | 17,515,000 | 6,189,000 | 8,205,000 | 20,516,000 | 7,249,000 | 9,691,000 | 22,000,000 | 7,820,000 | 10,257,000 |

Source: SCAG Forecast, 1994

FIG 3-4

FIG 3-5

FIGURE 3-6

FIGURE 3-7

# C. GROWTH-RELATED ISSUES

As this region continues to expand a number of issues are likely to emerge and/or intensify. Growth and growth distributions, as well as changing demographic and economic characteristics, will impact all aspects of life in the region.

This chapter focusses on the implications of growth distributions on urban form, mobility, air quality, and open space. It also addresses the related issues of economic development, socioeconomic equity, fiscalization, and policy implementation.

## 1. URBAN FORM, MOBILITY, AND AIR QUALITY

Patterns of development, and resulting land uses and urban form, influence to a large extent the way people choose to travel, the distances they must cover, and the time they spend to reach their destination. This, in turn, determines the amount of congestion on the roadways, the amount of fuel consumed, and consequent air pollution.

The 1989 Growth Management Plan (GMP) presented forecast distributions of growth to the year 2010 which incorporated a regional job/housing balance policy. The 1989 GMP trend subregional housing and jobs growth were modified to achieve more balanced future development. The aim of this regional land-use policy was to relieve the pressures of population and job growth on the transportation system by achieving more balanced future developments. This policy was included in the 1989 Regional Mobility Plan (RMP) as part of a strategy to regain 1984 levels of mobility. It was also included as a Transportation Control Measure (TCM) in the 1989 Air Quality Plan (AQMP Measure 17).

Job/housing balance, as a growth management and mobility strategy, and as a Transportation Control Measure, has been difficult to implement regionally, and has been the subject of numerous regional debates. The extent of it's efficacy in reducing congestion and emissions of air pollutants has been questioned[2]. It was argued that modeling assumptions and methodologies, used at the time, tested the effects of changes in land use without simultaneously taking into account other transportation demand management measures. Measuring project level congestion and emission reductions due to the application of job/housing balance, crediting local jurisdictions for implementing land use actions aimed at vehicle miles traveled and emissions reductions, and enforcing the measure regionwide, were other obstacles in the way of successful implementation of this regional policy.

### a. Approaches to Urban Form Analysis

1. Large-Scale/Regional Urban Form

This approach presupposes the implementation of a land use policy at the regional level. A regional land use policy intervention results in growth distributions which differ from those expected when only market forces and local policies influence patterns of development. The 1989 GMP job/housing balance policy is an example of this

[2] In the 1898 GMP job/housing balance accounted for 8% reduction in vehicle miles traveled and 37% reduction in congestion between 1980 and 2010.

approach.

An analytical exercise was undertaken to test the effects of a regional land use policy on travel behavior and emission of pollutants. A transportation sensitivity model run based on a modification of the trend base case socio-economic distributions was designed. Growth distributions were assumed to take place in a more balanced fashion than patterns implied in the base case forecasts.

The base case forecasts of population, housing and employment for 2010 indicate that future growth, in most of the areas of the region, takes place in a more balanced way compared to the 2010 forecast distributions in the 1989 GMP. Nevertheless, in a few areas, the job/housing balance ratios deteriorate. In such areas, the base case forecasts were modified to bring the 2010 job/housing balance ratios in line with the 1989 GMP ratios.

Transportation and emissions modeling results of this "Job/Housing Balance" scenario are compared to results of the "Base Case" scenario in table 3-4. The two model runs were based on identical assumptions and methodologies except for socio-economic distributions. This procedure enabled the isolation of the effects of different growth distributions on travel characteristics and emissions.

**Table 3-4. Comparison of Trend Base Case and Job/Housing Balance Sensitivity Model Runs**

| | | TREND BASE CASE | JOB/HOUSING BALANCE |
|---|---|---|---|
| **MOBILITY** | **AM Peak VMT** in thousands | 82,115 | 79,975 **(-2.61%)** |
| | **AM Peak Speed** miles per hour | 23.02 | 25.14 **(9.21%)** |
| | **AM Peak Delay** hours in thousand | 1,125 | 906 **(-19.47%)** |
| **AIR QUALITY** | **AM Peak CO** | 294,116 | 280,453 **(-4.65%)** |
| | **AM Peak ROG** | 18,298 | 17,644 **(-3.57%)** |
| | **AM Peak NOX** | 37,009 | 35,999 **(-2.73%)** |

* Emissions in Kg/Day

** Using SCF2, Reg.XV implemented 100%

Modeling results show that the job/housing balance scenario helps achieve a 2.61 percent reduction in vehicle miles traveled (VMT) during morning rush hours. Compared to the base-case forecast, this scenario also leads to a 19.5 percent reduction in hours of delay, a 9.21 percent increase in speed, and a reduction of Reactive Organic Gases (ROG) of more than 1 ton per day.

It should be recognized, though, that the phasing and timing of development as well as well as the proper match between the types of jobs, worker skills and housing prices in a community, are as important as achieving the proper job/housing balance to yield the desired transportation and environmental benefits.[3]

2. Medium-Scale/Transit-Oriented Urban Form

Like the large scale approach to urban form analysis, this approach also implies changes to the base case trend forecasts which reflect a regional and/or subregional policy intervention to bring about desired patterns of development.

**Table 3-5. Comparison of Trend Base Case and Transit Oriented Sensitivity Model Runs**

| | | TREND BASE CASE | TRANSIT ORIENTED |
|---|---|---|---|
| **MOBILITY** | **AM Peak VMT** in thousands | 82,115 | 81,586 **(-0.64%)** |
| | **AM Peak Speed** miles per hour | 23.02 | 23.71 **(3.0%)** |
| | **AM Peak Delay** hours in thousand | 1,125 | 1,053 **(-6.4%)** |
| **AIR QUALITY** | **AM Peak CO** | 294,116 | 289,407 **(-1.60%)** |
| | **AM Peak ROG** | 18,298 | 18,072 **(-1.24%)** |
| | **AM Peak NOX** | 37,009 | 36,582 **(-1.15%)** |

* Emissions in Kg/Day

** Using SCF2, Reg.XV implemented 100%

[3]Reflects subregional input from South Bay, SANBAG, San Gabriel Valley Cities Association, Orange County and VCOG subregions.

A transportation model run was designed to measure the sensitivity of transportation and emissions characteristics to land-use changes within close proximity to existing and planned rail stations. The resulting sensitivity model run is referred to as the "Transit Oriented"[4] scenario. Forty-five percent of employment growth, between 1990 and 2010, and 35 percent of household growth were directed in a one-half-mile radius around existing and proposed rail stations.

Table 3-5 compares the effects of this scenario to the trend base case growth distribution. Data show a marginal improvement in congestion and hours of delay during morning rush hours, and modest reductions in emissions of air pollutants. These results should be interpreted in light of the fact that the regional transportation model was not initially designed as a tool to test the sensitivity of travel characteristics and transit patronage to land use changes.

Furthermore, factors such as changes in vehicle ownership, increases in pedestrian trips, and reductions in access time to transit, which are likely to come about with concentrated growth, are not accounted for in the cause/effect chain of variables influencing travel behavior.

The relationship between land use and transit patronage was investigated through a model designed specifically for this purpose. SCAG commissioned a team of consultants, lead by the Urban Innovation Group, to investigate different theoretical urban form alternatives relative to regional mobility and air quality objectives. The team identified public investments in transportation, and proposed three cases of transit oriented urban development.

The first case examines the effects on transit ridership of directing and concentrating new development near rail stations. The second case also increases new development in existing activity centers[5] serviced by intra-center shuttles with express bus routes to other centers. The third case implies trend-line distributions of population and employment. To enhance the benefits of concentrated development, a multi-occupant vehicle para-transit system to service local travel, and connect to bus and rail stations for longer distance travel, is assumed.

Qualitative analytical results show that, for each of the three cases, modal split for transit in the home-to-work travel market increases compared to trend-line projections. However, transit-oriented development enhanced by a multi-tiered, ubiquitous, transit system (third case) is the only scenario that produces the modal split goal of 19 percent, by 2010, established by the 1989 RMP.

Such a system would entail no major change to existing and future regional urban form but would rely on investing in a demand responsive transit system (Smart Shuttle Transit) capable of servicing a large market. Dispatching of vehicles would be based on advanced telecommunications and computer tracking. This scenario, based on fine tuning multiple use neighborhood development and on advanced technologies, can create job opportunities, and sustained economic development.[6]

3. Small-Scale/Localized Urban Form

The third approach to urban form is based on local actions to affect site specific development, and does not

[4] In drafts of this document this scenario was labeled "Urban Form". The terminology was changed to avoid misinterpretation of this sensitivity run socio-economic distribution as the preferred urban form for the region.

[5] Activity centers are defined as areas in which clusters of economic and/or social activities occur.

[6] The UIG Urban Form study was revised to reflect subregional comments. See in particular comments from SANBAG and Los Angeles City. Full text of the study presented in the Growth Management Technical Appendix. The Advanced Transportation Technologies task force is conducting an ongoing evaluation of this transit system and its probable effects on local decisions.

assume a regional policy intervention to achieve desired patterns of growth distributions. This approach is exemplified, in terms of forecast distributions, by the Base Case Scenario.

This approach can be applied in urban areas, in locations designated for redevelopment and revitalization, for the promotion of transit oriented development, and in areas of new development. The purpose is to achieve sustainable communities and to foster land use practices and transportation systems which are mutually supportive.

Local actions include, but are not limited to, allowing the combination of usually separated land uses within a single development; increasing development density along transit corridors and/or stations, increasing density and mixing land uses along the highway system, specially where High Occupancy Vehicle lanes are planned; clustering development to preserve open space; promoting telecommuting through supportive land uses; achieving better jobs/housing balance at the micro scale, and a better match between the types of jobs and the price of housing. These actions can be carried out through local jurisdictions' regulatory powers.

The technical appendix of the Growth Management chapter includes a menu of local optional actions to achieve sustainable communities through coordination of land use and transportation decisions. The 1989 GMP also includes a list of optional tools which can be implemented by local jurisdictions to foster balanced communities. Los Angeles City's "Land/Use Transportation Policy", approved in 1993, provides examples of local actions. Several subregions, such as SANBAG and WRCOG, have developed policies and action programs to foster balanced patterns of development.

Design standards improvement actions are another category that could affect urban form at the local level. These include the provision of physical features that encourage transit use and/or pedestrian travel, cut the need for cold starts, and encourage pedestrian and bicycle travel. Amenities such as bus shelters and bus pullouts to improve transit, physical improvements that support pedestrian traffic, the construction of bike lanes and provision of secure bike racks, and parking arrangements that facilitate ride sharing can help achieve vehicle trips reduction.

Changes to existing zoning, general plan amendments, and specific plans that encourage concentrated, mixed use, transit and pedestrian oriented development, are tools which can be used by local jurisdictions to foster land-use policies that, along with adequate Transportation Demand Management (TDM) programs, non-motorized infrastructure, and requirements of Congestion Management Plans (CMPs) can reduce environmental and economic costs of motorized trips.

The effect of such measures on vehicle trips and VMT are difficult to assess through the available regional transportation model which is not sensitive to small scale localized variations in land uses. Nevertheless, several studies indicate a positive relationship between vehicle trip reducing land use actions and transportation benefits. According to a survey of existing studies conducted by the Air Resource Board, mixed-use development and increased densities can reduce 4 to 11% of a region's vehicle trips and 20-to-50 percent of site-specific trips. Ranges encompass results obtained from applications of different land use measures in diverse environments throughout the nation.[7]

[7]Calthorpe Associates," Transit Oriented Development Design Guidelines", 1992 for the City of San Diego. Holtzclaw/NRDC, "Explaining Urban Density and Transit Impacts on Auto Use", 1990. Local Government Commission,"Land Use Strategies for Liveable Places", 1992. Transit/Residential Access Center, "Incentives for Trip Reduction Through Location of Housing Near Rail Transit Stations", 1991. Air Resources Board, "CCAA Guidance for the Development of Indirect Source Control Programs", 1990.

Subregional Input

The general consensus among subregions is that the preferred approach to urban form and development is the small scale/localized implementation of land use actions. Subregional plans and comments submitted indicated that existing or proposed policies and implementation strategies of local jurisdictions support the types of local actions mentioned above.[8] This approach does not necessitate redirecting future development regionwide, or massive concentration of new development along transit stations and transit corridors.

Nevertheless, some subregions (SANBAG, WRCOG, Arroyo Verdugo, City of Los Angeles) voiced the concern that the small scale localized approach, and resulting forecast distributions which reflect most likely market trends and implementation of local policies, is not enough to attain the goals of achieving sustainable communities, improving mobility and air quality, and improving the regional quality of life. They argue that this approach promotes the status quo, and that dispersed residential development patterns, which do not also provide adequate employment opportunities, put too much strain on the transportation system.

This issue was discussed by SCAG's policy committees. The committees endorsed the small scale approach to urban form but also recognized the importance of achieving balanced communities. They suggested that an aggressive educational strategy to promote the advantages of balanced growth and sustainable communities be put in place. The public needs to be informed about the mobility, air quality and quality of life benefits of urban form policies. The committees also recognized the importance of regional guidance for achieving such objectives, and recommended the formation of a Subcommittee on Balanced Communities to explore the issue of promoting and implementing balanced local, subregional and regional development through local land use actions.

The Subcommittee's recommendations, and any changes to the forecast distributions which might ensue, will be run through the transportation model and incorporated in amendments to the Growth Management and Regional Mobility chapters.

Linkages and Relationships to Other RCPG Chapters

The 1991 federal Intermodal Surface Transportation Efficiency Act (ISTEA) stresses the integration of land-use policies and transportation programs. Land-use measures and growth management strategies to reduce congestion, vehicle trips, and Vehicle Miles Traveled (VMT), are important factors to improve mobility and air quality.

Local land-use actions are considered in the Regional Mobility chapter to improve regional mobility. Land-use actions that target both work and non-work trips, and that are aimed at maximizing access to the transportation system and options to choose among travel modes, are also beneficial for air quality since they help reduce dependence on the auto. Recommendations of the Subcommittee on Balanced Communities will determine whether, and how, to include a land use element to the mobility strategy in the Regional Mobility chapter, and a land use transportation control measure in the Air Quality chapter.

The Growth Management position is based on the premise that local jurisdictions have the primary authority over

[8]Reflects subregional input from IVAG, Los Angeles City, North Los Angeles, West Side Summit, South Bay, SELAC, San Gabriel Valley, SANBAG, WRCOG, Arroyo Verdugo subregions and comments on the Air Quality component by Orange County.

land use decisions. The development of public-private partnerships is essential to bring about the desirable land use changes which will help achieve the goals of better mobility and air quality. This is consistent with the RCPG strategy which advocates a self-regulating approach instead of "command and control", and which recognizes the mutual dependence of the public and private sectors in bringing about desired changes.

**b. Open Space and Conservation**

The preservation of open space and conservation of natural resources are vital to the health and safety of individuals. They also contribute to the maintenance of the quality of life, to enrichment of urban form, and to the regional economic balance.

The need to preserve and conserve forests, agricultural preserves, and flood plains, to protect endangered species, particular habitats and wetlands, to accommodate hazard zones, and to provide recreational areas, is discussed in Open Space chapter. The control of development in areas susceptible to natural hazards helps prevent catastrophic losses of human lives, property and resources. All too often, natural disasters strike in areas not meant for safe human habitat. Restriction of development or the imposition of strict design criteria in designated areas, can curtail the psychological and fiscal burdens of fighting disasters and coping with their aftermath. In the same vein, zoning practices which safeguard historical, cultural, and archeological sites contribute to the preservation of open space and the enrichment of human existence.

However, open space policies, if not properly designed, could lead to land- and development-cost increases, and potentially conflict with efficient attainment of housing and economic development goals. The trade-offs between conservation of open space and the other growth management goals must be carefully weighed.

Subregional Input

The paradox between the need to accommodate growth and the necessity of preserving open space can be eliminated with proactive planning. The Urban Development Guidelines, Support of Agriculture, Permanent Preservation Programs, Development Requirements and Greenbelt Program approved by the Ventura County Association of Governments (VCOG) subregion are examples of local policies and strategies to preserve open space, protect community identity and mitigate impacts of growth.[9] Disincentives to growth in areas designated for preservation is another policy to promote safety and conserve open space[10].

Linkages and Relationships with Other RCPG Chapters

The Open Space chapter stresses the importance of balancing the need for additional development and the need to protect the region's natural ecosystems and open space resources. Land-use decisions to accommodate growth should be weighed for their potential impacts on natural resources. Multiple-habitat planning, better cooperation between land owners, local jurisdictions, agencies responsible for land management, and better cooperation among subregions can minimize the negative effects on the environment. This would have the dual effect of reducing the costs of ecosystem management as well as development costs.

## 2. ECONOMIC DEVELOPMENT AND SOCIAL DISPARITY

[9]Goals and policies of the San Gabriel Valley Subregional Plan and proposed policies of Los Angeles City and the IVAG subregions support this position.

[10]Proposed by Los Angeles City Subregion.

Forces of the global economy, technologic changes, immigration, neighborhood segregation, and growth itself, among other factors, are resulting in disparities in education, jobs, and housing opportunities. The same forces contribute to geographic polarization by income. Social polarization and disparity tend to reinforce each other.

Providing appropriate jobs close to major population concentration and affordable housing close to major employment opportunities can help address the job and housing opportunity disparities.

As jobs requiring improved verbal, computational, and communication skills replace traditional blue-collar jobs, education and training, or retraining, will be essential in accomplishing this transition in the labor force. The training challenge is magnified by the trend towards smaller companies which are often not able to arrange for, or provide, the training themselves. Policies in the Economy chapter address these challenges.

The Housing chapter deals with the issue of providing diverse types of housing for people of differing ages, for differing incomes and for different family size or make-up. If housing production can not meet the demands indicated in the forecast, then overcrowding in existing older communities is likely to occur. High, or escalating, housing costs could be detrimental to the maintenance of the region's competitive edge. This could result in growth distributions different from the forecast. Preservation, rehabilitation and code enforcement are related housing issues.

Achieving "sustainable communities" implies that economic and housing opportunities are available in all parts of the region. Revitalization of lower-income areas - the areas "left behind" - is a critical and growing challenge for the region. These concerns are addressed in the Human Resources chapter.

Subregional Input

Tools to contain housing and infrastructure costs to maintain economic competitiveness are suggested by the Los Angeles City subregion. They include locating new housing development where infrastructure capacity already exists, particularly through mixed-use development at transit locations; revitalizing dilapidated areas; capitalizing on community assets such as historic resources, strong community organization and multi-cultural cooperation; promoting infill development appropriate to each neighborhood; rehabilitating existing structures; promoting home ownership opportunities; making adaptive reuses of closed plants, surplus school sites and vacant buildings[11]; establishing priorities for business assistance and tax free financing in areas where job development is needed[12]; providing opportunities for households of all income levels[13]; streamlining the permitting process[14].

Several subregions have suggested ways to meet the challenge of achieving "sustainable communities". Their policies call for the provision of the proper mix of economic and housing opportunities, and assuring that health, quality education, recreation, welfare, protection, commercial, religious, and non-profit services are available to all communities, including lower income areas.[15]

[11]Consistent with goals and policies of the San Gabriel Valley subregional plan, and SELAC comments.
[12]WRCOG recommendation.
[13]Input from Arroyo Verdugo.
[14]IVAG recommendations include the coordination of permitting process.
[15]This strategy to achieve sustainable communities is advocated in subregional comments and plans of IVAG, Arroyo Verdugo, WRCOG, Los Angeles City, San Gabriel Valley Cities Association, and SELAC.

Linkages and Relationships with Other RCPG Chapters

To remain economically competitive, the region must maintain a well trained work force, an adequate infrastructure to move people, goods and information quickly and at competitive cost, a competitive quality of life, and a competitive business climate.

The development of locally desirable urban forms can assist in the achievement of economic competitiveness and the attainment of the RCPG goals. They are essential for implementation of human resources development policies. There is also an intricate link between proper land use planning and the provision of adequate and affordable housing.

Local land-use actions, such as proper zoning, density bonuses, mixed-use, balanced growth and the proper mix of housing opportunities by building type and income level, phasing of growth and infrastructure, streamlining of the permitting process (for land use, construction and operations), can help bring down the cost of housing and development, and help resolve the issues raised in the Housing chapter. This would also help improve the region's quality of life, retain trained and skilled workers in the region, and therefore, help the region to regain it's economic competitive edge.

Making employment, entertainment and tourist centers more accessible, through the coordination of land use and transportation facilities, reinforce economic development policies for the region.

Whereas it is expected that each jurisdiction and/or subregion will formulate its own approach to land use issues, the decisions of one jurisdiction also affects surrounding ones. Successful implementation of local desirable land-use changes will require decision-making through consensus building and dispute resolution as proposed in the RCPG's Strategy chapter.

Consensus building and resolution of disputes about land-use is also advantageous from an economic development perspective. Developers go where they are welcome. Proper zoning and land-use designations within and across jurisdictions can facilitate the formation of economic clusters, the physical movement of goods, and the generation of jobs in the types of industries which will stimulate the economy and help achieve economic goals for the region.

The appropriate zoning designations can facilitate the provision of recreational, educational, and training facilities and ensure their accessibility to all residents. These actions would also enable communities in need to become sustainable, as advocated in the Human Resources and Services chapter.

## 3. FISCAL ISSUES AND IMPLEMENTATION

In an era of financial difficulties and fiscal constraints, competition among jurisdictions to attract revenue-generating development becomes more intense. This practice tends to exacerbate disparities between communities. Some communities, which are at a competitive disadvantage and financially strapped, find it increasingly difficult to provide their residents with the needed infrastructure and services. The same communities are often impacted, and shouldering more than their fair share of regional growth.

The debate toward the resolution of the various issues related to growth distribution and urban form must consider

the issue of equitable distribution of development cost among communities, and between the private and public sector. Each community should have an opportunity to participate in economic development, and to generate a sound fiscal base to provide for the needs of its residents. The degree to which this is realized will determine the economic strength and vitality of the region, the establishment of sustainable communities, and the maintenance of the regional quality of life. The Finance chapter discusses ways to make this possible.

The implications of these fiscal issues, an implementation strategy to overcome disparities, and the design of an appropriate monitoring program, need to be identified and debated by subregions. The discussion of issues, and final resolutions, rests with local governments. The method for distributing costs for installation of infrastructure or services in a fiscally responsible manner are critical, and require full involvement of local governments and subregions.

Subregional Input

Suggestions to deal with this issue were provided through the subregional input process. They include the following: encourage efficient patterns of development that reduce public-service delivery costs[16]; seek assistance from state and regional agencies for planning and implementation of mixed-use development; change legislation to permit transfer of funds from redevelopment set asides or other sources for the provision of housing on a city-to-city basis[17]; seek fair-share state and/or federal financing for the cost of growth[18]; address competition strategies for intra-subregional planning[19]; link distribution of additional gas tax money to evidence of good faith effort to provide more concentrated density around transit corridors[20]; support joint contracting, revenue sharing and joint provision of services by local jurisdictions.[21] Charging higher infrastructure costs for developments that require new facilities[22], and establishing developer fees to provide growth related services and infrastructure appropriate to the level and type of proposed development[23], are suggested methods to overcome fiscal constraints. However, the last two measures can potentially conflict with the goal of reducing development costs.

Linkages and Relationships with Other RCPG Chapters

The same land-use actions that help attract and sustain economic development are useful to revitalize disadvantaged communities and provide solutions to issues raised in the Housing, and Human Resources and Services chapter.

Suggestions provided by subregions to overcome the problems of fiscalization of land use also help achieve the goal of community self-sufficiency examined in the Human Resources and Services chapter.

As discussed in the Economy chapter, funding sources such Enterprise Zones, Employment Zones, Community Development Banks, Community Redevelopment Areas, and Community Development Corporations can be tapped to defray development costs incurred by local jurisdictions for the provision of services, equally to all residents. Furthermore, fiscal reform is essential to support the region's infrastructure needs and attract the

[16]VCOG input to RCP.
[17]Included in SELAC subregional recommendations, CVAG comments and WRCOG Growth Management goals and principles.
[18]Suggested by WRCOG.
[19]Input from Arroyo Verdugo Subregion.
[20]Input from West Side Summit.
[21]Included in WRCOG goals and policies.
[22]Input from South Bay Cities Association Subregional Strategy.
[23]Included in WRCOG Growth Management goals and objectives.

region's basic industry clusters. The Finance chapter proposes a model for public-private cooperation to deal with fiscal reform at the state and local level.

The Housing chapter explores alternative funding sources for the production and subsidy of housing. The use of redevelopment set aside for housing, waiving development requirements and fees for provision of low-income housing, land banking and the development of partnerships with non-profit organizations are tools that can be used by local jurisdictions to overcome fiscal problems, increase the production of housing, and develop sustainable communities.

## D. GROWTH MANAGEMENT POLICIES

The following policies are intended to guide growth in the region and mitigate its negative impacts. They are consistent with subregional input[24], and provide possible answers to the growth related issues discussed above.

### 1. POLICIES RELATED TO GROWTH FORECASTS:

The following policies refer to SCAG's mandates and responsibilities in the review of regionally significant projects, as part of the intergovernmental review process:

- The population, housing, and jobs forecasts, which are adopted by SCAG's Regional Council and that reflect local plans and policies, shall be used by SCAG in all phases of implementation and review.

- In areas with large seasonal population fluctuations, such as resort areas, forecast permanent populations. However, appropriate infrastructure systems should be sized to serve high-season population totals.

- The timing, financing, and location of public facilities, utility systems, and transportation systems shall be used by SCAG to implement the region's growth policies.

### 2. POLICIES RELATED TO THE RCPG GOAL TO IMPROVE THE REGIONAL STANDARD OF LIVING:

The Growth Management goals to develop urban forms that enable individuals to spend less income on housing cost, that minimize public and private development costs, and that enable firms to be more competitive, strengthen the regional strategic goal to stimulate the regional economy. The following policies are intended to guide local jurisdictions efforts toward achievement of such goals and do not infer regional interference with local land use powers.

- SCAG shall encourage local jurisdictions' efforts to achieve a balance between the types of jobs they seek to attract and housing prices.

- SCAG shall encourage patterns of urban development and land use which reduce costs on infrastructure construction and make better use of existing facilities.

[24]See in particular input of WRCOG, IVAG, San Gabriel Valley, SELAC, Arroyo Verdugo, West Side Summit and VCOG subregions.

- SCAG shall support public education efforts regarding the costs of various alternative types of growth and development.

- SCAG shall support subregional policies that recognize agriculture as an industry, support the economic viability of agricultural activities, preserve agricultural land and provide compensation for property owners holding lands in greenbelt areas.[25]

- SCAG shall encourage subregions to define an economic strategy to maintain the economic vitality of the subregion, including the development and use of marketing programs, and other economic incentives, which support attainment of subregional goals and policies.[26]

- SCAG shall support local jurisdictions efforts to minimize cost of infrastructure and public service delivery, and efforts to seek new sources of funding for development and the provision of services.

- SCAG shall support local jurisdictions actions to minimize red tape and expedite the permitting process to maintain economic vitality and competitiveness.

## 3. POLICIES RELATED TO THE RCPG GOAL TO MAINTAIN THE REGIONAL QUALITY OF LIFE:

The Growth Management goals to attain mobility and clean air goals and to develop urban forms that enhance quality of life, that accommodate a diversity of life styles, that preserve open space and natural resources, and that are aesthetically pleasing and preserve the character of communities, enhance the regional strategic goal of maintaining the regional quality of life. The following policies are intended to provide direction to implementing jurisdictions, and do not allude to regional mandates.

- SCAG shall support provisions and incentives created by local jurisdictions to attract housing growth in job rich subregions and job growth in housing rich subregions.[27]

- SCAG shall encourage existing or proposed local jurisdictions programs aimed at designing land uses which encourage the use of transit and thus reduce the need for roadway expansion, reduce the number of auto trips and vehicle miles traveled, and create opportunities for residents to walk and bike.

- SCAG shall encourage local jurisdictions plans that maximize the use of existing urbanized areas accessible to transit through infill and redevelopment.

- SCAG shall support local plans to increase density of future development located at strategic points along the regional commuter rail, transit systems and activity centers.

- SCAG shall support local jurisdictions strategies to establish mixed-use clusters and other transit oriented developments around transit stations and along transit corridors.

- SCAG shall encourage developments in and around activity centers, transportation corridors, under-utilized

[25]Input from VCOG and IVAG.
[26]Input by WRCOG.
[27]Revised per WRCOG suggestion.

infrastructure systems and areas needing recycling and redevelopment.[28]

- SCAG shall support and encourage settlement patterns which contain a range of urban densities.
- SCAG shall encourage planned development in locations least likely to cause adverse environmental impact.
- National Forests shall remain permanently preserved and used as open space. SCAG shall support policies and actions that preserve open space areas identified in local[29], state, and federal plans.
- Vital resources as wetlands, groundwater recharge areas, woodlands, production lands, and land containing unique and endangered plants and animals should be protected.
- SCAG shall encourage the implementation of measures aimed at the preservation and protection of recorded and unrecorded cultural resources and archaeological sites.
- SCAG shall discourage development, or encourage the use of special design requirements, in areas with steep slopes, high fire, flood, and seismic hazards.
- SCAG shall encourage mitigation measures that reduce noise in certain locations, measures aimed at preservation of biological and ecological resources, measures that would reduce exposure to seismic hazards, minimize earthquake damage and to develop emergency response and recovery plans.

## 4. POLICIES RELATED TO THE RCPG GOAL TO PROVIDE SOCIAL, POLITICAL, AND CULTURAL EQUITY:

The Growth Management goal to develop urban forms that avoid economic and social polarization promotes the regional strategic goal of minimizing social and geographical disparities and of reaching equity among all segments of society. The following policies would guide the accomplishment of this goal, and do not infer regional mandates and interference with local land use powers.

- SCAG shall encourage efforts of local jurisdictions in the implementation of programs that increase the supply and quality of housing and provide affordable housing as evaluated in the Regional Housing Needs Assessment.
- SCAG shall encourage the efforts of local jurisdictions, employers and service agencies to provide adequate training and retraining of workers, and prepare the labor force to meet the future challenges of the regional economy.
- SCAG shall encourage employment development in job-poor localities through support of labor force retraining programs and other economic development measures.

[28] Activity centers are defined as areas in which clusters of economic and/or social activities occur; transportation corridors are defined in the Mobility component; areas needing recycling and redevelopment are defined as locations that are in need of public and/or private economic revitalization efforts, as determined by local governments.

[29] See IVAG, VCOG, Los Angeles City and San Gabriel Cities Association for specific open space policies.

- SCAG shall support local jurisdictions and other service providers in their efforts to develop sustainable communities and provide, equally to all members of society, accessible and effective services such as: public education, housing, health care, child care, social services, recreational facilities, law enforcement, and fire protection.

# E. THE REGIONAL OUTLOOK BEYOND 2015

Probing some of the future possibilities provides the opportunity to more clearly see the challenges ahead.

## 1. CHANGE DYNAMICS

### a. Regional Demographics and Economy:

Stretching the forecast horizon, and assuming that the same dynamics influencing regional growth till 2010 will operate for another ten years, population is expected to reach 23.7 million in 2020. The rate of population growth will continue to decline, and births will constitute an ever increasing proportion of the growth. The proportion of 65 years old and over will also increase, but the population will remain younger than the national average. The number of housing units needed to properly house the increasing population will grow to 8.5 million in 2020 and the number of jobs will reach 10.9 million.

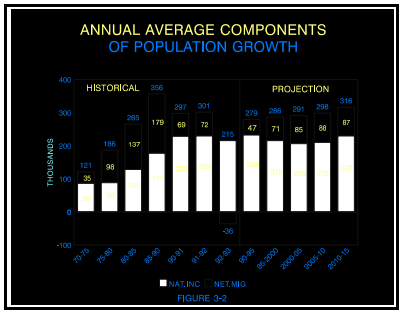


FIGURE 3-2

The dynamics of demographic change are very fluid and these shifts can occur in relatively brief time periods. The growth forecasts for 2010 show non-Hispanic White (NHW), and Hispanic populations at 36 percent and 44 percent, respectively, of total regional population. By 2020 it is highly probable that the Hispanic population will reach 47 percent and that the Asian population will reach 12 percent. If the Black population continues to stay at 8 percent, NHW could be 33 percent of the total population. It may be, of course, that ethnic divisions will have become more blurred and lose significance as time passes.

On the jobs side the following dynamics are possible; continued increase in smaller companies, quite footloose as to location; decreasing share of manufacturing jobs as a percent of total jobs, and possibly in real numbers; jobs requiring different skills from those needed in the past; emergence of new transportation systems that may result in new business and industry centers.

### b. Advanced Technology

From a growth management and urbanization perspective a few vital technologic possibilities include the following:

- Alternative Fuels: Particularly energy sources which are non-polluting and easily available like natural gas. This, and other cost effective renewable energy sources, would expand available large scale urbanization alternatives, create major new economic development opportunities, and significantly change international trade.

- Communication Systems: The communication revolution has already infiltrated the worlds of work, entertainment, education, and shopping. The future promises an expansion of these emerging

trends. Advanced communications systems and equipment will likely be the vehicles of the future, reducing reliance on the auto.

- Transportation Systems: Supersonic jets, which would cut flight time for long-distance flights by one-half; maglev rail, or vertical take-off and landing aircraft, which would make sites 100-to-200 miles away accessible to major present centers; new-style automobiles, such as "lean-machines," which would operate in narrower lanes, and would expand the capacity of existing roads; computerized electric cars, which would permit operations with minimal space between vehicles, would increase the capacity of roadways, and would mitigate highway congestion; slower-speed people-movers, from variations of electric carts and mopeds to moving sidewalks, which would be especially useful as distributors and collectors in conjunction with transit systems; jitneys that competitively move people in a new form of transit would reduce reliance on the privately owned auto.

**c. Regional Infrastructures**

Changing life-styles and values and political institutional organization will impact infrastructure needs. Much of the existing infrastructure is currently obsolete due to deferred maintenance or due simply to aging and the rapid pace of recent changes. Between now and 2010 a proportion of the housing built in the late 1940s, the 1950s, or 1960s will need replacing or major renovation. The currently obsolete infrastructure will need replacement and repair.

Office buildings of the 1980s could become obsolete beyond 2010, as are those built 40 years ago. Shopping centers, already threatened by the new merchandising techniques of discount stores, outlet centers and electronic purchasing, will have to be revamped. Parking structures, including the huge basement caverns, could become antiquated. Schools, hospitals, churches, amusement parks, sports stadia will have to be restructured to fit new life styles and environments or become archaic, as have the old amusement parks along the beach. The communication revolution will no doubt impact the various transformations.

## 2. ALTERNATIVE POSSIBLE GROWTH PATTERNS

Whether growth will continue beyond 2015 as forecast between now and 2015, or significantly slow, stop, (or even reverse itself) are alternative assumptions.

Another assumption both in the no-growth and the continued-growth paths is whether to expect widely dispersed growth and urbanization of additional desert and/or agricultural lands, or whether to count on very compacted growth with, at the extreme, all growth handled by densification and infill.

The next assumption is similar to the densification-compaction issue but deals with compaction at a different scale: the issue of "spread" vs. "centered" growth. Whether urbanizing new undeveloped lands or re-urbanizing by infill or densification, will the focus be on creating higher density mixed use centers and corridors, or on the more evenly spread out lower density arrangements with clearly separated land uses?.

## 3. GROWTH MANAGEMENT PRIORITIES

Given the above discussion of dynamics and possible alternatives, what growth management policies seem most

critical in relation to the "beyond 2015" time frame?

**a. Small Scale/Localized Planning**

Local actions such as mixed-land-use, localized job/housing balance, increasing development density along transit corridors and/or stations and preserving open space, and design standards which affect site-specific patterns of development, will continue to be growth management priorities past 2015. This is important since it is generally acknowledged that localized changes in urban form are incremental, and that their cumulative impact on mobility and air quality are long-range, not likely to be felt until after 2010 or 2015.

The primary gains of reducing single-occupant vehicle trips, and resulting air polluting emissions, are augmented by the secondary advantages of planning more livable communities and reducing the cost of congestion. Reduced stress, increased worker productivity and enhanced quality of life are added benefits.

As noted earlier, the different parts of the region are moving toward better job/housing balance. This tendency is likely to persist for an extended period of time. The positive impacts of this trend, together with local policy interventions to foster land uses supportive of mobility and air quality goals, will be essential for the maintenance and consolidation of mobility and air quality achievements. Progress in advanced technologies and localized land-use actions are primary maintenance strategies of mobility and air quality long-term programs.

**b. Renewal/Replacement**

Certainly a priority concern, given the rates of change anticipated, should be to guide investment into areas which are deteriorating. The key will be to bring about on-going renewal, arrest and reverse decline, and at the same time avoid levels of change that threaten established communities or overload viable infrastructure. One should not assume that such programs will always entail major densification. Renewal may include changed re-use of existing structures.

Renewal plans will need to encourage job-housing balance, at least at the subregional scale or at medium size city or "cluster of cities" scale. In addition to job-housing balance, it will be desirable to continue to encourage mixed use centers with moderate densities (*see* Chapter 4 of the Growth Management Technical Appendix) to reduce congestion and pollution.

Issues of community cohesion and "ownership" or "control" will be a critical part of renewal. An important issue in renewal is maintenance, or even restoration, of special ecosystems. Additional issues concern the importance of maintaining links to a community's history, achieving levels of urban design and public art which can enrich the quality of urban life, moving towards a sustainable and healthful built environment, minimizing waste and toxic materials, and conserving resources.

**c. Further Urbanization**

There will be an ongoing need for further urbanization of presently non-urban land, unless the policy were to force all growth out of the region's current boundaries, which would probably be very difficult to implement at a regional scale.

Most of the prescriptions for renewal/replacement apply for further urbanization as well: achieving job-housing

balance and broader scale income integration; encouraging sustainability, good urban design, and centering. For development in new areas there may be no existing community to involve as in renewal development. Rather there will need to be a phasing in of such involvement as an area progressively develops. Linkages to adjoining regions in Mexico, Arizona, and Central and Northern California are likely to also become increasingly important. Long range cost and responsibility for infrastructure should be part of the analysis.

The above constitute some of the priority growth management concerns derived from looking beyond 2015. There are undoubtedly others. What is most important is to recognize that changes ahead will probably be at least as dramatic as those behind us and time will not stop at the planning horizon!